



USAID Final Report

STRENGTHENING PROTECTED AREA EFFECTIVE MANAGEMENT IN PERU

Project # 527-A-00-01-00157-00 under LAG-A-00-99-00048-00

Report period: October – December 2003. WWF-PPO¹

I. Summary of Activity Status and Progress

a. Introductory paragraph

Since 1997, USAID has provided INRENA with critical support for the development of monitoring methodologies to improve Natural Protected Area (NPA) management within the national NPA system (SINANPE). Throughout the two year duration of this project, activities have been conducted in close collaboration with the WWF-Peru Program Office (WWF-PPO), and have led the NPA Bureau to prioritize monitoring both at the centralized level and within NPA. Through this process, existing management tools have been improved and new tools developed, leading to the completion and institutionalization of the Scorecard – a matrix for monitoring management capacity and performance in NPA. Currently, this tool is being implemented by NPA Chiefs and personnel throughout the SINANPE. The Scorecard has been converted into a database format which will facilitate improved analysis of results by field personnel and centralized staff, including INRENA leadership. Scorecard results will be distributed to all institutions in need of this information.

In order to monitor management impact, during this project WWF-PPO developed pilot biological indicators for two NPA: Paracas National Reserve and Pacaya Samiria National Reserve. WWF-PPO worked closely with specialists and personnel from each area in order to develop the indicators. However, the dynamics of each NPA have changed considerably throughout the duration of the project. Many new players have become engaged in monitoring issues, and new threats have emerged. Given this situation, WWF-PPO has continually adjusted its biological indicators to reflect the realities of each NPA, and has adapted its strategies to incorporate new players and collaborative strategies.

The second component of this project aimed to promote land tenure conflict resolution and boundary demarcation in 10 NPA: 2 National Parks, 2 National Sanctuaries, 1 Historic Sanctuary, 3 National Reserves, 1 Communal Reserve, and 1 Reserved Zone. WWF-PPO facilitated major advances in each area, including boundary agreements, sign posting and boundary demarcation, and official registration of NPA boundaries with Public Records offices. In instances where resolving land tenure conflicts depends on INRENA administration, such as in legal disputes regarding land use, WWF-PPO has left INRENA specific instructions regarding the legal steps required in order to complete these activities.

The Paracas National Reserve received considerable support through this project. In addition to its role as a pilot area for biological monitoring, and as a target for land tenure conflict resolution and boundary demarcation, through the final component of this project the PNR received support for the updating of its Conservation Master Plan and developing of a new financial sustainability plan. Each of these documents has been completed in a participatory manner and is now being implemented by the PNR Management Committee.

This project has been highly successful, and led to the completion of anticipated results. Although some inevitable delays were experienced due to the dynamics of Peru's public sector administration, ultimately this project has helped INRENA and other institutions to recognize the importance of monitoring NPA management and resolving boundary and resource use conflicts. Project activities have set a key precedent for similar collaborative efforts with INRENA in the future.

¹ Report prepared by Mariana Montoya and Emily Greenspan

b. Highlights

- INRENA has adopted the Scorecard as its primary tool for monitoring NPA management, and has decided to annually budget funds to NPAs specifically to facilitate Scorecard running and ensure that this information is logged into the integrated database developed through this project.
- WWF-PPO's efforts to develop biological monitoring indicators for the Pacaya Samiria National Reserve and Paracas National Reserve have helped to generate interest in monitoring conservation impact among other institutions. Organizations such as APECO (*Asociación Peruana para la Conservación*), ProNaturaleza, CONAM (*Consejo Nacional para el Medioambiente*), and Spondylus are now implementing initiatives to develop biological indicators in each of the areas. The indicators developed through this project are being used as a foundation for the development of these indicators.
- Land use conflicts have been resolved in 10 NPA, and this success has encouraged INRENA to prioritize and successfully seek funding for this activity from other donors. Since the initiation of this project, similar activities have been launched by ProNaturaleza, Profonanpe, and TNC within the SINANPE.
- The Paracas National Reserve Conservation Master Plan and the Financial and Technical Sustainability Plan have been completed and approved by INRENA.

c. Table of Activity Status

Activity Number	Activity Title	Status	Page number for more information
1	Effective management and Monitoring System of SINANPE	Completed	3
2	Land tenure issues review and conflict resolution in the SINANPE protected area network	Completed	4
3	Support for strengthening the Paracas National Reserve	Completed	8

II. Detailed Description of Site Progress

a. Key short and long-term program objectives for the site.

Project goals will be accomplished through three main objectives:

1. Promote effective management in all 52 protected areas within the SINANPE protected area network through the development of an overall monitoring system to gauge effective management and conservation action impact.
2. Review and resolve land tenure issues and conflicts within 10 priority protected areas of the SINANPE.
3. Support the effective management of the Paracas National Reserve through the update of the Conservation Master Plan that defines priority conservation and threat mitigation activities and lays down a long-term Financial and Technical Sustainability Plan.

b. Summary of Progress for Site (if this provides added value or clarity, otherwise skip this)

c. Activity Description

i. Activity Title : Effective management and Monitoring System of SINANPE

ii. Summary of major achievements and progress

- Over the last report period, INRENA officially approved the database program designed by WWF-PPO and INRENA to streamline Scorecard information collection, systematization, and analysis. All NPA Chiefs have now been trained in filling out the Scorecard in its new format, and have begun to fill out the matrix and analyze the information, which will be sent to other interested organizations in February 2004.
- Proposals of indicators and preliminary protocols for biodiversity monitoring of the Paracas National Reserve (PNR) and the Pacaya Samiria National Reserve (PSNR) have been completed and were presented to administrators and personnel. They have agreed to include the monitoring protocols in their planned activities over the coming year, and to seek funds and collaborations for the implementation of the monitoring plan.
- The Commission for the Sustainable Development of Paracas Bay, created by the Peruvian Government to facilitate the Inter-American Development Bank loan for the Camisea Consortium, is developing a monitoring plan for Paracas Bay. WWF-PPO and partners are pushing to ensure the inclusion of the PNR's monitoring needs and indicators within the Commission's monitoring plan. This will increase the probability of long-term sustainability in the PNR's monitoring plan. In the case of the PSNR, funding for the monitoring plan is less secure.
- While the Overall Monitoring System has not been adopted by INRENA due to the budget cuts described in "Key Management Issues" below, WWF-PPO has incorporated several variables to measure management capacity at the national level within the Scorecard database. These variables have been positively received and accepted by INRENA.

iii. Table of progress in meeting key activity benchmarks

Benchmark Number	Benchmark/Output	Status
1.1	Implementation of scorecard to Monitor Effective Management	
1.1.1	Validated and approved protected area management monitoring scorecard	Completed
1.1.2	Scorecard implementation plan and timetable for all SINANPE protected areas	Completed
1.1.3	Baseline data (year 2001) of all SINANPE protected areas based on scorecard application	Completed
1.2	Biological Monitoring System Complete	
1.2.1	Completion of a set of preliminary indicator species, communities and ecological processes	Completed
1.2.2	Completion of variable and indicator monitoring protocols	Completed
1.3	Overall Monitoring System Complete	
1.3.1	Completion of SINANPE Overall Monitoring System	Completed
1.3.2	Implementation of Overall Monitoring System and activities timetable	Completed

iv. Key management issues

- The finalized database incorporating all past and recent information from Scorecard implementation should have been ready by the end of December, but the two week closing of the public sector for the holidays delayed programmed activities. In February, the NPA Scorecard database will be complete and loaded onto a CD to present to interested organizations.
- As mentioned briefly in the introduction to this report, the dynamics of and threats to the pilot areas that WWF-PPO chose for biological monitoring efforts (PSNR and PNR) have changed considerably over the duration of the project. These changes have impacted WWF-PPO strategies and monitoring indicators. However, WWF-PPO has continually reacted in an adaptive manner, welcoming new partners and openly exchanging information acquired and monitoring products developed. For example, in the PNR, the location of the Camisea project fractionation plant in the buffer zone of the area drew national attention to the need to monitor conservation impact in the area. Given this situation, a monitoring team has emerged, which includes WWF-PPO, CONAM, Spondylus, the Energy and Mining Ministry, and the Peruvian Coast Guard (DICAPI). WWF's biological monitoring indicators have provided a valuable foundation for this group's work. In the PSNR, major staffing changes have created unforeseen setbacks to WWF-PPO's efforts. However, here also our work has drawn attention to the need to monitor conservation impact, and has encouraged others to address this issue in the area, including APECO, ProNaturaleza, and INRENA. WWF's biological monitoring advances will complement the work of these other organizations in the area.
- As reported several months ago, WWF-PPO has completed the conceptual framework for the Overall Monitoring System offered as a product through this project. Unfortunately, due to budget cuts in INRENA which resulted in a lack of funding to cover the salaries of international consultants hired to handle monitoring issues, and due to the full agendas and travel schedules of all monitoring group members, WWF-PPO has not been able to secure participatory approval nor INRENA implementation of the Overall Monitoring System. Nevertheless, WWF-PPO recognizes the need to evaluate NPA management at both the NPA and national level. To meet this need, WWF-PPO has incorporated several variables to measure management capacity at the national level within the database system developed to streamline Scorecard data collection processes and analyze Scorecard data (described above). Over the coming year, WWF-PPO will continue to promote participatory revision and adoption of the Overall Monitoring System that we have designed by coordinating ongoing meetings with the monitoring group and INRENA.

i. Activity Title : Land Tenure Issues Review and Conflict Resolution in the SINANPE Protected Area Network

ii. Summary of major achievements and progress

- The ten NPA in which WWF-PPO implemented project activities within this component were selected by INRENA due to an urgent need to resolve conflicts in and provide financial support to these areas. Activities were implemented in direct support of NPA personnel working in the area, and legal support was provided to resolve boundary conflicts, and make appropriate corrections to NPA maps and information registered with Public Records Offices. While in some NPA activities are complete, in others additional administrative or legal processes that can only be handled by INRENA remain to be resolved. The specific results of land tenure conflict resolution and boundary demarcation activities in each of the target NPA at the close of this project are described below:

- Bosque de Pomac Historic Sanctuary:

- WWF-PPO ensured the registration of a total of 75 boundary agreements with private landholders located to the North, South, East, and West of the Sanctuary. Copies of the agreements were sent to both the NPA Bureau and Sanctuary leadership.

- WWF-PPO financed the painting and posting of 11 sign posts mounted around the Sanctuary, which all feature the official INRENA and Ministry of Agriculture logos. These signs were mounted based on geo-referencing conducted by INACC (the National Institute for Mining Concessions and Land Registry). INACC sent its report to the NPA Bureau, and the coordinate information therein was used to define the boundaries of the Sanctuary in the Supreme Decree that formally created the area (which was previously categorized as a Reserved Zone).
 - WWF-PPO prepared a report recommending a legal strategy to ensure the eviction of illegal settlers from the Sanctuary, and presented this report to the NPA Bureau, Sanctuary Chief, and *Instituto Nacional de Cultura* (INC). This strategy highlights the need to immediately initiate a process to evict these illegal settlers in order to halt illegal logging and activities causing damage to archeological remains from the Sican culture in the Sanctuary. INRENA has presented a report on the issue to the Ministry of Agriculture, who will likely initiate legal actions to remove the illegal settlers in the coming month.
 - WWF-PPO has verified that all conservation easements for private landholdings in the Sanctuary have been registered with the Public Records Office, and sent copies of registration documents for each of the seven private landholdings located in the Sanctuary to the NPA Bureau and area Chief.
- Rio Abiseo National Park:**
- WWF-PPO performed follow-up on the *Proyecto Especial de Titulación de Tierras* (PETT) in order to ensure that copies of all boundary agreements were sent to the park Chief and the NPA Bureau.
 - In addition, WWF-PPO coordinated with the park Chief to facilitate the geo-referencing and posting of boundary marker number 4 by INACC. Unfortunately, these activities could not be completed due to climatic conditions and inaccessibility.
 - Finally, WWF-PPO conducted a legal study of the park's control posts and information centers, using information from the Public Records Office. WWF-PPO prepared a report on the results of the study which revealed that the park has properties that are not properly registered.
- Paracas National Reserve:**
- INACC completed a study of the Reserve that determined its official UTM coordinates. In order to alter the current coordinates accordingly, the Reserve Chief aims to modify the Supreme Decree for the area, and WWF-PPO has already prepared legislation to effect this modification.
 - WWF-PPO identified all landholders in the PNR, and obtained copies of their land registry documents. Copies of these documents were presented to the Reserve Chief.
 - Regarding the official PNR land registration document, WWF-PPO recently financed the preparation of an official topographical map of the NPA excluding all private properties, one of the last steps towards registering the area. The Reserve presented this map to the Pisco Municipality, where the map is being processed. Once administrative procedures are complete in the Municipality, the Reserve will present the document to the Public Records Office, securing final registration of the area.
 - A total of 24 sign posts have been painted in the area, and 5 buoys have been posted to mark Reserve boundaries.
 - WWF-PPO facilitated the signing of a boundary agreement between ENAPU (*Empresa Nacional de Puertos*) and the Paracas National Reserve (PNR), which will be completed on February 10th, 2004.
 - In spite of WWF-PPO letters to the *Apupiste de Antillas* community demanding that they restore the signpost they destroyed in the Northeastern area of the Reserve, the community is unwilling to collaborate. If the community continues to refuse to comply, WWF-PPO will provide technical support to INRENA to initiate corresponding legal actions.
- Amarakaeri Communal Reserve:**
- WWF-PPO helped to secure the registration of the Reserve in the Madre de Dios Public Records Office as a national heritage site, and communicated this registration to INRENA.
 - Working closely with the GIS division of INRENA, WWF-PPO prepared a CD with the Reserve map, and sent this CD to the NPA Bureau. The NPA Bureau is now responsible for sending the CD to the

land registry division of the Madre de Dios Public Records Office, as well as the PETT in Madre de Dios.

- WWF-PPO, INRENA, and the Indigenous Federation of Madre de Dios (FENAMAD) have worked together to secure the posting of eight boundary demarcation signs in the border zone of the Reserve. The areas selected for the posting of the signs were identified by indigenous communities and are all located in areas of the Reserve threatened by mining, illegal logging, and potential invasion by settlers.
- WWF-PPO facilitated the signing of 5 boundary agreements, one for each indigenous community bordering the reserve. INRENA, FENAMAD, and the five indigenous communities (San Jose de Karene, Puerto Luz, Diamante, Boca Isiriwe, and Shintuya) have all signed the agreements.

- **Tambopata National Reserve:**

- WWF-PPO provided support for the identification of agricultural parcels within the area, ultimately identifying 28 titled properties within the Reserve and approximately 80 properties in the buffer zone of the Reserve. In addition, more than 100 families of illegal settlers were identified in the Reserve, a problem that must be addressed by the Reserve itself.
- WWF-PPO verified that the Reserve is registered with the Madre de Dios Public Records Office through registration document number 7014.
- WWF-PPO compared information geo-referenced in the field with information received from the PETT and discovered that this information does not match up.
- WWF-PPO financed the installation of three sign posts between the Reserve and the Sonene and Palma Real indigenous communities, and facilitated the signing of two boundary agreements between the Reserve and the Sonene indigenous community. In addition, eight sign posts were presented to the Reserve Chief to post in the Lorero-Jorge Chavez area once the NPA Bureau has decided how to deal with illegal settlers in the area.
- In the Sandoval area, 10 agricultural plots registered with PETT were identified, four of which have property titles. WWF-PPO funded the geo-referencing of the plots and has presented this document to the area Chief.

- **Bahuaja-Sonene National Park:**

- WWF-PPO verified the registration of the Park in the Madre de Dios Public Records Office (registry document number 3426 and 3426-A)
- Ten mining concessions were identified in the buffer zone of the Park (between the mouth of the Manuani River and the Malinowsky River), and mining is being conducted even within the Park itself. It is critical that INRENA establish a Memorandum of Understanding with the Energy and Mining Ministry to prevent the awarding of additional mining concessions in the area, and to ensure that their contracts in the area are not renewed once they expire.
- One boundary marker was posted on the right bank of the Malinowsky River.

- **Pacaya Samiria National Reserve:** WWF-PPO financed the construction of a control post in the Reserve in the Padre Lopez zone to resolve natural resources use conflicts. This community control post will be allocated to 5 communities in the area in order to promote improved relations between INRENA and the Padre Lopez community and the other communities in the area, and to help prevent illegal timber and *paiche* (*Arapaima gigas*) extraction.

- **Tabaconas Namballe National Sanctuary:**

- With financial support from WWF-PPO, and logistical support from INRENA, INACC finished gathering geodesic information from the Sanctuary (primarily from the eastern area of the Sanctuary). This information was necessary to correct the errors in the Sanctuary boundaries. With information gathered through geo-referencing, INACC presented a report enabling INRENA to determine precisely the perimeter and actual area of the Sanctuary and sent this report to the NPA Bureau. Based on this report, INRENA must now decide whether to present legislation modifying the UTM coordinates of the

NPA. To date, in areas geo-referenced by INACC within the Miraflores sector, two boundary markers have been posted.

- WWF-PPO gathered all available information from PETT and Public Records Office regarding land holdings within the Sanctuary (in the districts of Tabaconas, San Ignacio, and Namballe) and presented this information to the Sanctuary administration, providing them with critical information for field verification. This information does not specify all families living within or around the Sanctuary – information that remains to be gathered through future PETT land registration studies. Unfortunately, as PETT had not finished gathering land registration information in the area bordering the Sanctuary, it is not possible to determine all settlers in the border areas that are technically inside or outside the Sanctuary.
- **Laquipampa Reserved Zone:** WWF-PPO financed the gathering of geodesic information for the area by INACC. The UTM coordinates for the boundaries of the area and sign post locations have been determined. INACC has presented its report to the NPA Bureau, and these coordinates will be added to the legislation being prepared for the final categorization of the protected area.
- **Lagunas de Mejilla National Sanctuary:** With WWF-PPO support, INACC has gathered geodesic information from various sites along the boundary of the Sanctuary, which will be used to determine the UTM coordinates for sign post locations. Based on this information, 10 boundary signs have been posted. Two informative signs have also been posted, one in the Sanctuary and another in a nearby area. In addition, WWF-PPO used maps and documentation gathered from the Public Records Office and PETT to conduct a legal study of the NPA’s registration, through which errors were detected. WWF-PPO sent a detailed report of these errors to the NPA Bureau, which also included recommendations on how to proceed with registering conservation easements in the area.

iii. Table of progress in meeting key activity benchmarks

Benchmark Number	Benchmark/Output	Status
2.1	Digitized maps and ground-truthing implementation plan of SINANPE	Completed
2.2	At least 8 protected areas have defined and demarcated boundaries	Completed
2.3	Protected area land tenure conflict resolution agreement documents	Completed
2.4	Omnibus bill final draft	Pending ²

iv. Key management issues

- As mentioned above, in Río Abiseo National Park, due to climate conditions and the inaccessibility of the zone, WWF-PPO was unable to fund the posting of the last boundary demarcation sign post for the area. This last post is the only marker not yet posted that is required by the Supreme Decree establishing the Park.
- In some instances, WWF-PPO was unable to facilitate boundary agreements due to an inability to locate private landholders, an unwillingness of landholders to cooperate, or a lack of documentation accrediting the landholder as legal owner of the land.

² The final draft of the omnibus bill remains pending because its content will depend on the results of the land tenure issues review and conflict management activities currently being conducted by INRENA and other organizations in other NPAs.

i. Activity Title : Support for Strengthening of the Paracas National Reserve

ii. Summary of major achievements and progress

- Through this project, WWF-PPO financed the participatory updating of the PNR Conservation Master Plan, which was revised by INRENA and officially approved through legislation R.J. N°465-2002-INRENA. The plan includes objectives and strategies for management of the Reserve, which have been developed in close coordination with local stakeholders, including fishermen, tourist businesses, the Ministry of Defense, and others. The final layout for the document has been prepared, and the document will be published by the end of the coming month. The Plan will be distributed to several key stakeholders through a presentation event coordinated by INRENA.
- This report period, INRENA officially approved the PNR Financial and Technical Sustainability Plan (FTSP), prepared by WWF-PPO. WWF-PPO used the PNR Conservation Master Plan and worked closely with Reserve personnel, particularly with the Reserve Chief and Administrator, in order to develop the FTSP. The FTSP primarily aims to analyze and improve financial management, in order to ensure that the Reserve has the capacity to generate its own financial resources and secure resources from donors.

iii. Table of progress in meeting key activity benchmarks

Benchmark Number	Benchmark/Output	Status*
3.1	Technical Team hired	Completed
3.2	Paracas National Reserve Master Plan consulted, validated, and approved by DGANP/INRENA	Completed
3.3	Financial and Technical Sustainability Plan (FTSP) validated and approved	Completed
3.4	Paracas National Reserve Master Plan and FTSP published and disseminated	Completed

iv. Key management issues

- N/A

III. Success Stories and Other Appendices

When appropriate and possible, include one or more one-page success stories appropriate for public dissemination.